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ABSTRACT

The Colleges of Applied Arts and Technology (CAATs) of Canada are discussed under the following chapter headings: I. The Post Secondary Institution in Its Community--the CAATs; II. Responsibility of the Colleges for Adult Education; III. Some Student Concerns; IV. Some Services to Students; V. Professional Staff Development; VI. Professional Training and Related Considerations; VII. New Programs and Emphases; and VIII. Research in Post-Secondary Education. Recommendations are given, and a selected list of studies and publications that have special significance for the commission are included. (DB)

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a brief to
the commission
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in ontario

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W. Irons

A BRIEF TO THE COMMISSION ON POST-SECONDARY EDUCATION IN ONTARIO

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INTRODUCTION

During 1970, three Canadian provinces, and at least half-a-dozen countries, were engaged in major assessment of post-secondary education. The questions under consideration range over the whole spectrum--philosophy, curriculum, teaching, administration, physical planning, finance, and control.

The brief that follows deals with a selected number of questions. The criteria for matters included in this brief are:

- . matters on which the sponsors of the brief have conducted research, have reviewed opinion from significant sources, or have direct experience. We deal with those things about which we have at least an informed opinion.
- . matters which, while significant, may not be considered by others who will report to the Commission. We have dealt with subjects that might otherwise be neglected.
- . matters which arise from, or are examples of, the two major concepts that inform the work of the Department of Adult Education. We refer to the concept of education permanente or continuous learning, to which the Department has made a number of contributions and which is the subject of national and international seminars and enquiries in many parts of the world. We refer also to the concept of self-directed learning, which in a major way has been developed in the Department and which, we predict, will have considerable influence on all members of the educational family. These two concepts, we suggest, in addition to manpower and productivity requirements, are central to any planning for post-secondary or tertiary education.

The Department of Adult Education is one of ten departments at The Ontario Institute for Studies in Education. Included in the "terms of reference" for the Department are some aspects of post-secondary education and higher education, and there have been programs of instruction, research, and development, respecting post-secondary education ever since the Department was opened. For example, many of the faculty members of the CAATs have enrolled for further studies. A special program for the Master's of Education degree was planned, classes were offered at a time most convenient for CAAT personnel, and over fifty CAAT teachers and administrators have enrolled, in addition to those enrolled in M.A. and doctoral programs. In addition, the Department has provided its faculty to assist in staff development planning and seminars, and in offering two "pilot project" courses on college teaching, one in Niagara College and one in Mohawk College. A special Certificate Program has also been designed for college teachers. Dr. Norman High and others have served as consultants in staff development to several colleges. Dr. M. Josephine Flaherty has served as a consultant to several colleges with regard to nursing programs and is Chairman of the Nursing Advisory Committee as well as advisor in curriculum for Humber College which has pioneered with its own diploma program in nursing. For two years the Department has been engaged in a project of professional education in collaboration with more than fifty professional schools (medicine, law, engineering

etc.) throughout Canada. In the light of these experiences, certain questions are discussed and recommendations advanced.

Because the Department has unique resources, it receives far more requests and recommendations for its work of graduate instruction and research-development than it finds possible to carry out. It has concentrated a considerable portion of its resources on post-secondary education and will be pleased to undertake more when additional resources can be obtained.

Respecting research and development, the Department has already completed a number of projects in the following subject areas: staff development, individualized learning, training of the paraprofessional, the multi-campus concept, the use of educational technology, counseling, the part-time student, the "mature student," prediction of academic success of older students, recruitment and training of Manpower teachers, and comparative studies in post-secondary education.

In the brief that follows, some of the information obtained in these projects will be summarized and recommendations proposed. Both the information and the recommendations have been based on the research and the experience of faculty members as well as on information supplied from about fifty college teachers and administrators who are associated with this Department in its instruction and research-development programs.

It has been our decision not to include long statements of philosophy or theory; publications by the Department that touch on theory are included in Appendix A and can be supplied to the Commission.

Nor have we provided information and proposals in a number of areas where we are aware that other colleagues or other agencies are making presentations. Excluded for these reasons, for example, are proposals by our colleague, Dr. Alan Thomas; the relationships of post-secondary and higher education, on which Professors Robin Harris and E.F. Sheffield have prepared material; and on educational planning where Dr. C. Watson has material. Our staff have also assisted or commented on briefs and research reports in other fields to be submitted by other organizations and these too are not covered in this brief.

The Department, and OISE, does have a sizeable collection of materials on post-secondary education gathered from many countries. These will be made available to the Commission as needed. Appendix A is a selected list of studies or reports, many of them prepared in the Department, which are most relevant to the work of the Commission.

Many persons inside and outside the Department contributed ideas to this brief. The final manuscript was prepared by Dorene E. Jacobs and J. R. Kidd.

I. THE POST-SECONDARY INSTITUTION IN ITS COMMUNITY--THE CAATs

While there are other post-secondary institutions than the Colleges of Applied Arts and Technology, for the purposes of this brief we are concerned primarily with the CAATs unless there is specific mention of another institution.

A. Geographical responsibility

By the Act, these colleges were given the authority and also the responsibility for offering certain kinds of educational experiences and services to older youth and adults who live in a specified geographic area or region. This feature of the Ontario Act differs somewhat from the plans for most Canadian provinces where the geographical area to be served may not be identified with such precision. For most American post-secondary institutions, the geographic area is not clearly identified although there are States in which boundaries for college service have been marked out. In Australia, the region for a college is the state, and various state tertiary but non-university institutions are grouped together in a "college of advanced education." Similar arrangements can be found in Eastern Europe--Yugoslavia, for example.

There does seem to be an advantage in being precise about the area served by a college as long as there is a sufficient flexibility so that students whose educational needs can best be served by a college in a different region would not be excluded from consideration for a place.

B. The college's community

Some inevitable confusion has arisen about the "community" for the college. Is it the geographical area? Or does it constitute certain interests or groups? For example, the business community? Some college teachers have pointed out that the main concern of their administrators and boards has been to serve the employers, not people generally, nor the "learners." This, they allege, has resulted in a curriculum which one college teacher described as "a carbon copy of the Ryerson calendar plus a few additional courses as a sop to the largest employer." It is further claimed that failure to recognize all that should be comprehended in the term community has resulted in a neglect of many groups and individuals. These voices would not deny that the college cannot do everything needed, and that resources should be concentrated and focused around educational activities of high priority. But, they maintain, no priorities can be selected rationally until there has been assessment of the totality of needs.

Both the Act under which the CAATs were established and the intentions of the Government as reflected in speeches in the Legislature seem to be clear, that the colleges were established to serve multi-education interests and needs of people in an identified area, not just production or manpower requirements, although no one questions the importance of the latter.

In the first year of operation of most colleges, some efforts were

made to mount surveys of "educational need" in the geographical area served. These studies are not now perceived as being very successful and, except in the case of two or three colleges, little effort seems now to be made for systematic study, or for identifying needs, or for obtaining "feed back" from the agencies with which the college cooperates in the many "publics" to be found in each area.

A serious difficulty does arise, of course, in that the agencies with which the college cooperates include city, municipal, county, and other authorities under separate legal and financial jurisdictions as well as universities, corporations, and other bodies that are separately chartered. Respecting the "publics" to be served, no criteria have yet been worked out with which to assign priorities.

There are further difficulties, notably lack of time and lack of experience. College administrators have been so preoccupied with starting and managing a new enterprise and, because the experience itself is so novel, little attention has been paid to the opportunities afforded, because of the strategic position of the college, to initiate new community relationships for education. We say *strategic* because the colleges have been encouraged to innovate, to relate themselves to interests and needs of a total geographical area, to explore many dimensions of educational activities. It may have been unrealistic to expect that such goals could be achieved quickly, or without the employment of considerably larger resources. But the fact remains that much that was expected has not been carried out or even attempted. In pointing out this neglect, we intend no criticism, but we do emphasize what should now receive increased attention. With very few exceptions, college boards, administrators, and faculty have failed to consider fully:

- . their relationships with many agencies that are also directly involved in some provision of post-secondary education;
- . their relationships with certain important "publics" in the community as well as the broad community interest;
- . their key position to provide certain basic services for a geographic region;
- . their opportunity to facilitate cooperation in education and to initiate action which will build or restore a sense of the whole educational family;
- . their opportunity to utilize educational technologies to reach "students" of all ages throughout the geographic area to be served.

C. *Community relationships*

Only a few colleges (for example, Sheridan College) have yet developed written statements of policies about community relations. Teachers in the colleges report that some working relationships have been established

with a few agencies: the municipal administration in their "community," the area school board, urban school boards, recreation and library boards, and universities. Without exception, they report that only a beginning has been made. They report even less achievement in reaching important "publics" such as large ethnic groups, or older people, or out-of-school youth, or blue collar workers, or women with special needs distinct from those of men. Only in a few cases have such "publics" been identified as important and most have not been served at all except in some generalized way.

Relationships as exacting and complex as these do not happen inevitably or by good luck. Again and again, college teachers and participants in seminars and conferences on community colleges have recommended that this important function should be the direct responsibility of at least one staff officer as well as the abiding concern of the board and the administration. We are informed that in several of the "communities" served by the colleges, the lack of sound relationships already hampers cooperation between agencies and fosters dissension. When resources are slight and budgets are tight, many goals can be achieved by cooperative use of educational resources in the community, but this will not happen unless colleges recognize the need and explore means of fostering cooperative efforts.

In only a few "communities" are the resources for education represented by business and industrial corporations understood or utilized, even in part. And yet much post-secondary education can be carried on in cooperation with or even on the premises of corporations. Educational administrators seem, far too often, to neglect or to fail to consider the resources of the "private sector" in an educational system although, at the level of post-secondary education, this "sector" is of very great significance. In some other countries, cooperative arrangements with business and industry are common; for example, in Russia and Yugoslavia, or in "sandwich" kinds of courses in the United Kingdom, and quite common in certain community colleges in the United States.

D. A locus for essential educational services

Every community requires certain services if continuing education is to be provided. In addition to present institutions, the following are required, or will soon be needed:

- . a learning resource center, not just an old fashioned library but containing many kinds of media for learning, and linked with central information and data banks;
- . a center organized for individual learning, perhaps part of the above, featuring programmed learning, correspondence, aural and video cassettes or tapes;
- . listening or viewing cubicles and language laboratory facilities. These facilities should be organized for use 365 days a year, and some of them during the night as well as day. The best "learning time" for many people is at hours when such facilities, if they exist, are usually locked up;

- a counseling center and a counseling service that can be utilized by men and women in all parts of the "community." This should include counseling assistance to individual learners to assist them in selecting the direction and means and resources for their own individualized learning programs, whether or not they enroll in organized college offerings;
- a materials production center where teachers of all kinds can find resources and assistance in designing and producing learning materials for themselves and their institutions;
- a computer utilization center;
- a residential facility for relatively short term but intensive learning experiences. This might be owned by a university or college or might be leased at appropriate rates when required, from a motel or hotel or other commercial interest. Of course, such a facility will be of little use unless it is designed and equipped for learning functions, but this can be accomplished without great difficulty or expense.

Some of the above facilities or services may need to be provided at several key points in the "community" if distances are considerable, perhaps on or near the additional "campuses" that have been established. It is not necessary that they all be owned or administered under one authority, but there should be a coherent plan, financial policy and cooperative means for utilizing them. The CAAT is in a strategic position to take initiative in achieving these services and in many cases might be the institution to house and administer them on behalf of all. But the results required can only be achieved through consultation, discussion, and cooperative projects. These results are more likely to be obtained if the colleges have community relations personnel to assume responsibility.

E. Cooperation for a system of "lifelong integrated education"

It has been during the discussion of the concept of "education permanente," or "lifelong integrated learning," that an old truth about the oneness or wholeness of the "educational family" is now being re-examined all over the world. In no country is education now provided in any integrated way. The establishments for pre-school, elementary, secondary, many forms of vocational training, post-secondary and higher education, professional education, and management education are often discrete and isolated or, at best, poorly articulated. Because the college is a relative "newcomer" in the educational family, because it is at the "intermediate level," it is in an excellent position to facilitate planning for greater cooperation and articulation throughout the entire educational system. This may lead to the college being selected as the physical center where planning and operations take place, affecting the whole system of education, public and private, in a geographic area.

F. Linking up the community by imaginative use of educational technologies

Fortunately for the CAATs, they have been instituted at a time when

technologies capable of offering service to relatively large and scattered areas, have been developed. By employing all the media, particularly the newer uses of the telephone, radio, and television, the possibilities of distributing materials in aural and video tape and cassettes, as well as many forms of print and printed pictures and diagrams, it is not difficult to be in touch with people living anywhere in the geographic community. Objections are and will be heard, that such an approach is far too expensive. Evidence has and will be introduced to show that colleges, universities, and school boards already possess "hardware" that was costly and that is stored unused in cupboards. Against these facts and this line of criticism we would simply maintain that there is much counter evidence, that neither the capital investment nor utilization costs need be extravagant, and that effective education can be provided at modest cost. The key is effective utilization of media, and we will have more to say about this in a later section.

Here we simply point out certain necessary conditions. The colleges must employ staff who value and understand media systems and their use, and are willing and competent to work out the required logistics. The experiences to be obtained through these communications systems need to be articulated, at some points at least, with experiences offered through classes or by group instruction. An essential factor in utilizing such a decentralized system for educative results is to have counselors and tutors living close to where students live, to guide, encourage and question them, and help them evaluate their own progress in learning.

Conestoga College has such a plan under review. Similar plans are being discussed in some other colleges. But in few colleges has the planning or discussion approached what was achieved earlier in Canada in the utilization of radio and documentary film for out-of-school education, or what is under plan and operation in the "Open University" in the United Kingdom, or in the program in Poland for teaching engineering, or in some examples in community colleges in the United States (for example, in the San Bernardino Valley in California).

G. *The Conestoga Plan*

We have referred earlier to the Conestoga Plan because, while it is not yet in full operation, it is being conceived and planned along lines that may have much to offer to other CAATs. Details of the plan will be obtained from President James Church. We cite it here, in part, because staff and students in OISE have been associated in its development, and because we feel it may provide an example for other colleges and ought, therefore, to be supported financially as a "pilot demonstration project" (including rigorous evaluation) from central and other funds. The main elements in the plan are:

- . organization of instruction in multi-campus to serve people where they live;
- . utilization of counselors and tutors to ensure that the experiences offered will be genuinely educational and not casual or haphazard;

- . utilization of all effective media as well as community agencies;
- . sound cooperative relationships with all of the educational institutions in the area served by the college.

With respect to each of these components, there has been considerable experience elsewhere. It is the conjoining of several inputs into a single system that is particularly worthy of attention. Since there are fewer models elsewhere for a system as distinguished from the components, and because it is an innovation, there may be a greater need for funds for a "demonstration project." There is also the need for the most careful evaluation at every stage, to include capital and utilization costs, kinds of community relationships, training of teachers, and the results in learning achieved. Respecting the enlarged use of media, several colleges have engaged personnel with considerable experience. However, several of these individuals have reported that they have not been able to obtain funds even for small experiments or demonstrations so that little of this experience, or what equipment exists, is being utilized. In this case, and others, some central funds for experimentation are required.

H. *Some essential steps*

What we have been discussing about the college's educational service to its community is not new, in the sense that it has never been tried. Indeed, parts of it at least have been demonstrated in many times and places and most experiences so far indicate probable success provided that certain conditions are obtained. The concept of an educational institution serving multi-intellectual purposes of students of all ages over a broad geographic area has been worked out by universities in different ways. But the concept is still sufficiently novel that most college presidents and members of college boards in Ontario are not themselves informed about the possibilities nor have many of them had direct experience. The implications of the concept are several and we summarize only the obvious:

- . the Commission should draw attention to the values and possibilities of multi-campus, multi-service education and how it can be achieved;
- . there should be some incentives in financial policies offered to colleges that will innovate and develop sound practices in this area;
- . experiments such as that at Conestoga College should be assisted financially and evaluated rigorously;
- . college presidents and others should be given the encouragement and opportunity to examine such possibilities both by study and observation;

- . colleges should be encouraged to employ personnel whose experience qualifies them to work effectively in fostering sound community relationships.

The colleges could also play a special role in helping communities and their citizens learn how to deal with the community problems which confront them collectively. This proposal is elaborated upon later.

II. RESPONSIBILITY OF THE COLLEGES FOR ADULT EDUCATION

In the preceding section, we have noted the importance of the concept of lifelong learning, and the need for considering education as a system or as a whole. We intend here no lengthy discussion of the claims and needs of adults for education. Adult education should be seen and planned for as a part of the family of education. But it is a field the importance of which is appreciated not at all by many educationists and administrators. Unless some attention is drawn directly to this field of education, some of the misconceptions and naive notions about it will continue and may prevail.

In his speech to the Legislature on May 21, 1965, when he was introducing the Bill to establish the colleges, the Honorable William Davis said:

"One may recognize three major responsibilities of every college:

- 1) to provide courses of types and levels beyond, or not suited to, the secondary school setting;
- 2) to meet the needs of graduates from any secondary school program, apart from those wishing to attend university; and
- 3) to meet the educational needs of adults and out-of-school youth, whether or not they are secondary school graduates."

Systems of post-secondary education in other Canadian provinces and in other countries vary considerably, but most or all of them have as a major objective what constitutes point 3 above. Unfortunately, at least in Ontario, this responsibility has had far less attention than have the others. The neglect may not have been conscious; after all, college administrators and boards have much to do. But it is a serious neglect and it is an omission that the Commission on Post-Secondary Education should identify and about which strong recommendations should be voiced.

In this brief, we will have much to say about needs and opportunities for out-of-school youth and adults. We have made inferences already in the discussion of "community" and we will again respecting such topics as "mature" and "part-time" students, individualization of instruction, and research. We do not advocate special departments or divisions for adults in the colleges as a long range solution, although departments of continuing education may be required as a short-term measure. Our concern is about effective learning, not about such relatively unimportant matters as whether a learner has a chronological age of 19 or 29 or 49. But we maintain, and can point to overwhelming evidence, that unless educational institutions have on their boards and on administrations and faculties, people with concern or experience respecting the education of men and women, these concerns are forgotten or misunderstood, and appropriate action is not undertaken. The colleges in Ontario, at present, are primarily institutions for youth, and many college personnel have never even considered that there are other functions and responsibilities. People with

the required kinds of experience and professional training respecting adult education are not many, but they do exist and their number and their quality is increasing. No college should be deprived, or deprive itself, of some such experienced personnel. Some of them may have obtained practical experience in business, professions and government, but others are now graduates from professional programs in adult education in several Canadian universities.

We believe this subject is of such importance that the Commission should draw special attention to it in its reports. We would refer the Commission to a discussion in a brief presented by Dr. Alan Thomas which goes into much greater detail than is possible here. In a paper, "Priorities for Algonquin College," Arthur Stinson puts the case succinctly:

A major implication of continuing and rapid change is that learning must also be continuing and lifelong. This simple statement involves a radical transformation in our thinking about learning, the role of educational institutions and the kind of structures we need. A first priority, therefore, is to study this new philosophy of education and begin to change our institution in light of concepts of lifelong learning.

Those who designed the Act made two excellent provisions that can be invoked. A college may "enter into an agreement with a university for the establishment, maintenance and conduct by the university in the college of programs of instruction leading to degrees, certificates or diplomas awarded by the university." This is an avenue for providing immediate assistance to colleges in providing for personnel and programs to discharge their responsibilities under 3 above. In addition, the college "may enter into an agreement with any organization representing one or more branches of an industry or commerce or with any professional organization." These provisions make it possible for any college to seek the kinds of assistance they need until such time as they may appoint, or develop within the college, their own personnel and resources respecting this responsibility.

III. SOME STUDENT CONCERNS

The Commission is certain to receive many briefs and opinions respecting students of all kinds. We do not intend to duplicate what will be said by others. We do have some experience and views about such important matters as the need to ensure that the colleges have unique programs and are not constrained or dominated by other institutions such as universities, yet can provide clear avenues of access from other institutions and to other institutions. The colleges should develop their own standards of excellence; they should not be inferior models of universities or technical institutes, or "overgrown high schools." We believe that they should, in their policies respecting students, be innovative not imitative.

We start with a simple hypothesis, based on the Act, that the colleges are intended for students of all ages and servicing many interests. Of course, as noted earlier, it is never possible for any institution to "be all things to all men" and the colleges are no exception. But while choices must be made about whom to serve and in what ways, the colleges should guard against taking an easy, perhaps cowardly, way out by excluding by definition large sections of possible students on such grounds as age, or sex, or social class. We are informed by some college teachers that there may also be a danger of misapplication of marks from previous schooling and of scores on psychological tests.

We have noted that many post-secondary institutions are at present little more than establishments for 18 and 19 year-olds, that some are almost exclusively of the male sex in board composition, administration, faculty and student body, that some are almost solely for lower-middle-class youth. Colleges should be innovative, should be as free from outworn practices borrowed from other educational systems as is required by their unique purpose and function.

A. *Mature and part-time students*

In addition to these general concerns, affecting all students, our main emphasis will be on the needs and characteristics of the *mature* student and the *part-time* student, where some of our emphasis has been focused.

It is our intention to discuss these two categories of *mature* and *part-time* students at the same time. We recognize, of course, that these are not identical categories.

In a study entitled "Factors Affecting Academic Achievement of Adult Students Enrolled in Ontario University Credit Courses" and published at OISE, P. Beagle refers to the ambiguity in definition that is found:

Usually older students enrolled in graduate or professional programs are not described as "mature students," but are simply considered to be students who are older than average. Many universities now have "older than average" students enrolled in regular undergraduate programs, both part-time and full-time. However, the term "mature" is

now used in many universities to describe a particular kind of applicant--one who does not meet the normal admission requirements, who is anywhere from twenty to twenty-five years of age, and who is often required to have been away from formal schooling for a period of at least two years. This use of the term has nothing to do with the qualities of maturity, whether physical, emotional or intellectual. Some universities question the appropriateness of the term "mature" for this group of students because, if education implies growth and is a process toward maturity, then there is no such thing as a mature student. There is continuing education that begins at birth and ends at death. Along this continuum there may be "older than average" students, based on some arbitrary chronological age limit, who are matriculated or non-matriculated, but this may have little to do with maturity. People holding this view believe that the term "mature" should not be applied to this fashion, that there should be some other designation to describe those of a certain age who could not otherwise gain entrance to university.

Other factors limit the usefulness of the term "mature." The age span alone makes comparisons difficult between students so defined at various universities. For example, a twenty-four year old student may not meet the criterion for maturity at one university but find that he has been considered "mature" at another for three years. Some institutions classify all "older than average" students as the "mature," regardless of high school matriculation. In some others the "mature student" loses his identity as such when he successfully completes whatever probationary period is required. He then becomes just another student or a "regular" student and no special records are kept of his progress.

In spite of the difficulties mentioned, and because the term "mature student" is in common use, adult students who were admitted to university with less than the normal prerequisites are designated as "mature students" or non-matriculated students throughout this paper, and the terms used interchangeably. The term "adult student" refers to the "older than average" student who has been away from formal schooling for at least two or more years, in contrast to the "regular" or "college-age" student who proceeded directly to university upon successfully completing Grade XIII or its equivalent. Forming a part of the adult student group are the "mature" or non-matriculated students.

In considering the two categories, mature and part-time students, one is brought to conclusions that are almost identical and many present or potential students do fall into both categories. The concern for mature students which the Minister of Education identified as the "third responsibility" of the colleges should be emphasized. Also to be noted is the prediction by Dr. Douglas Wright that very large numbers of part-time students will be enrolled and will be served both by colleges and universities. On the basis of our experience, we can assert that neither of these concerns or predictions can become fully operative if present attitudes and present practices prevail in colleges and universities.

B. Achievement of mature and part-time students

It should be pointed out that considerable evidence now exists about the achievements of mature students and part-time students. Data are available from Eastern European countries where, on the whole, favor and a special place are given to mature students who have experience in production on farm or industry or in service roles. All of the evidence seems to confirm that such persons can and do perform well, never forgetting, of course, that there are enormous individual differences in capacities and motivation. There exist considerable data, as well, from the United Kingdom and countries in Western Europe, about the attainments of part-time students, particularly where the rhythms of work and study are worked out in some appropriate way. The conclusions are supported with data from the various examples of education interspersed with life experiences in those colleges and universities in North America where "cooperative" plans have been followed. Evidence continues to mount, particularly from university extension departments in North America, that the marks of mature students in university courses are as high and often higher on the course examinations than the average of "regular" students, although, as one might expect, "part-time students" obtain fewer places in the top one percent of marks than do "full-time" students. We note that this evidence continues to come in, that it is consistent and yet, despite such studies, many educational administrators continue to think of part-time students, or mature students, as incapable or unlikely to do academic work of quality. Some assert, against all evidence, that such students are inferior in ability; others, that part-time students never have enough time or strength to do justice to academic work. While all part-time students acknowledge the difficulty of time pressures, they claim that other factors are much more serious, factors that can be altered.

Beagle has summarized a number of studies in Canada:

The evidence obtained from the studies thus far undertaken is largely discussed in terms of percentages and numerical values rather than statistically reported in terms of significant differences. For example, fifteen universities surveyed by the University of Ottawa reported that "mature" applicants proved to be satisfactory students. Trent University indicated that the failure rate of mature applicants was lower than that of regular students, while the University of Western Ontario reported a slightly higher failure rate for the "mature" students as compared to the regular students (20% vs. 13%). However, in the latter case the grade of passing for "mature students" was higher than for the regular students (B- vs. C+). Evidence presented by the Extension Division of the University of Toronto disclosed that 10.9% of the Extension students obtained first class honours as compared to 9.8% of regular students in University College where selection standards are considered to be high.

All of the evidence reviewed from investigations in other provinces indicated that the academic performance of adult students compared very favourably with that of regular students. For example, a recent study at the University of Lethbridge showed that while "mature students"

obtained a lower mean average on the College Qualification Test than did the regular students, prior to entering freshman year, they achieved the highest grade-point average of the five experimental groups. Similarly, a study in the Faculty of Education, University of Alberta, noted that the 1968-69 grade-point average for "mature students" was equal to (in the case of males) and greater than (in the case of females) that of the regular student body as a whole. Another recent study, conducted at the University of British Columbia, involved 86 "mature" transfer students from a community college to the university. For the purpose of this study the "mature student" was defined as a person 25 years of age or over at the time of admission to the community college. While no breakdown was given on matriculation status, it is probable that at least some of these students would not have met the normal university admission requirements. The results of this analysis indicated that the "mature" transfer student had a higher ratio of upper class grades, and a failure rate one-half of that achieved by the regular college-age students.

Beagle also tested 172 undergraduate students enrolled in credit courses at Lakehead University. The sample of 114 adult students was divided into three experimental groups: full-time students, part-time students on campus, and part-time students of campus. The control group was composed of 58 regular students, all of whom attended full time.

The following is a summary of her results:

This exploratory study was designed to compare the performance of adult students and regular students enrolled in university credit courses. In addition it was designed to test the relationship between certain measurable variables and academic achievement. Within the limitations of the study and in terms of the variables tested, the following results were indicated:

- 1) Adult students (25 years of age and over) achieve at a higher level than regular college-age students who proceed directly to university from the secondary schools.
- 2) Matriculation status at the time of admission to university appears to have no significant influence on academic achievement.
- 3) Attendance as a part-time or full-time student appears to have no significant influence on academic achievement where the same academic program and regulations apply to all.
- 4) Married adult students are more apt to achieve at a higher level than single students.
- 5) Female adult students are more likely to achieve at a higher level than male adult students.
- 6) Residency (in or out of the university district) appears to have no significant influence on academic achievement, where the same

program and regulations apply in all locations.

C. *Relationship of achievement to admission policies*

In a study by Dr. M. Josephine Flaherty at OISE, a number of important factors were identified:

Prediction, when the traditional measures of school achievement, intelligence test scores and so on were used, was not very successful; a large amount of variants in overall grade average was left unexplained. This suggests that there are additional dimensions not included in the traditional sets of variables which account for academic performance in adults. There was no doubt that scholastic skills and abilities were important for success of adults in a post-secondary education program. However, it should be pointed out that additional factors are required to explain the achievement, or lack of it, of adult students. Further investigation of academic achievement should be done to provide a theoretical basis for a practice of admitting to post-secondary programs, adult candidates who can demonstrate that they possess a necessary minimum amount of scholastic skill and ability regardless of formal school backgrounds. Such admissions might be granted provisionally, until the candidates had proven themselves capable of handling the academic work successfully. With such practices, decision making in relation to admissions would be based on present performance rather than on past achievement and thus would take into account the skills and abilities developed after the completion of formal schooling.

It was noted that orientation factors, i.e., the orientations toward learning of the adult seeking admission to educational programs, made useful contributions to prediction of achievement in addition to the contributions of the cognitive and study habit factors which were measured.

It was noted that different courses varied in their predictability and that different factors were important for men and women. There is little doubt that the present status of prediction of academic achievement for adults leaves much to be desired. Ability to succeed in academic programs appears to be a function of at least two broad influences; 1) developed cognitive ability (which is probably the result of both schooling and acculturation) and 2) motivation (which may involve academic, social, societal and vocational orientations as well as other factors). The results of this study demonstrated the need for a multiple criterion for the admission of mature students to academic programs. Once the necessary minimum of educability has been assured, admissions officers should turn their attention to the level and type of motivation of students seeking admission. The problem remains, however, of how to measure academic motivation and how to change inappropriate motivation. The best procedure at the present stage of development in the field would be for academic institutions to admit the students who demonstrate the academic skills which are judged necessary and then attempt to foster in the students

appropriate motivation toward learning. If the function of the college is to educate rather than to train, to stimulate rather than indoctrinate, continuing efforts will have to be made to increase understanding of academic performance criteria. Such understanding should lead to more meaningful evaluation of achievement for adults than traditional course grades, and should pave the way for the development of educational programs to meet the needs of adult students.

In summary, the record of attainment of part-time and mature students on university and college credit programs, as measured by examinations identical with those used for full-time students, is extremely good. If other canons for evaluation are applied, criteria such as the ability to apply what is learned, or the development of attitudes towards and skills in learning, these students also seem (there is no conclusive evidence) to do as well or better than their full-time fellows. It is not proven but can be hypothesized that, in an overwhelmingly large number of cases, the costs associated with the education of a part-time student are lower than for full-time students. For these reasons, it seems probable that rigorous cost-benefit studies when they are applied, as they should be applied, will reveal a substantial return on investment upon the mature and part-time student.

D. Conditions encountered by part-time students

Other studies are beginning to surface about the conditions under which most mature and part-time students are required to carry on university work. One of these studies, by Vaselenak, is noted in the Appendix, and others can be cited. From these studies, and the observation of members of this Department, it is possible to see both what are common practices and what should be obtained. We will deal with these matters almost in proposition form, without attempts at formal proof or demonstration but ready, if needed, to make available some of the evidence on which the propositions, assertions and recommendations are based.

The part-time student suffers a number of distinct disadvantages in many, if not most, colleges and universities. These can be quickly summarized:

- 1) The "climate of expectation" is against him, and particularly, against her. Most educational administrators, most faculty members, and most full-time students have expectations about the part-time student that range along a continuum but are concentrated towards the negative end. These views are still held despite the evidence referred to above. It is also true that many part-time and mature students have the same feelings and expectations about themselves. It is also a fact that most people over twenty-five years of age have accepted the erroneous belief that they are impaired as learners and are becoming increasingly less able to learn and perform. We say erroneous because the evidence is clear that for most pursuits that will be carried on at college, the capacity of people between the ages of 25 and 60 is not impaired and, for some, improvement can

be expected. It is now clear from several studies (McLelland, for example) that students who expect not to perform well, and are not expected by their peers or instructors to perform well, will tend to do less well than those who expect and are expected to excel. In the face of these handicaps in expectations, the actual results are extremely encouraging.

- 2) The attitude of some college teachers to *mature* and *part-time* students is inhibiting. Studies by Beagle, Vaselenak, and others indicate that some university faculty members and administrators are unusually helpful to mature students but that many are not. The same is true of fellow students. These findings may not be as true of the colleges, but we are not convinced. Cases have come to light of instructors who are forced, against their wishes, to have numbers of part-time or mature students, and whose practice it is to impose extremely heavy written assignments early in the term, and to so criticize or even ridicule their attempts that many such students are discouraged or eliminated. It is not yet clear that this behavior is any more damaging than the results of such behaviour visited on full-time students, but the apprehension remains. Wherever such negative behavior is found, all students, but particularly part-time students, are hindered and handicapped. There seems to be some evidence of attitude and behaviour of full-time students that also tends toward the isolating of part-time students.
- 3) The arrangements made and the inflexibility of practices in the admissions office of most educational institutions work against the part-time and mature students. Administrative practices of most institutions are established to satisfy the needs of those who administer and the clients who most forcibly press their case--typically, the full-time students. In no college we have yet visited has there been a careful investigation of what would be appropriate ways to assess the probable performance of part-time students, or what kinds of admission policies will facilitate, encourage, and support excellent performance by part-time students. In only a few places, (for example: Lakehead University and Algonquin College) has there been much interest expressed in appropriate use of psychological tests to aid in the process of selection and for the guidance of the part-time student.
- 4) All mature and part-time students need good counseling and most of them may need help in improving or restoring learning skills. We have never met a student over age 25 (at least a student not suffering from some mental derangement) and including some who adopt an appearance of aggressiveness or of braggadocio, who do not display some evidence of low expectation about themselves and therefore may need or may profit from realistic but supportive counseling. Most of them also lack information on which to make judgments about what kinds of learning would be appropriate for them. And most of them have developed less than adequate learning skills, or these skills have been allowed to "atrophy or rust." Almost any mature or part-time student will benefit from some

assistance in improving basic learning skills of reading, analyzing, planning studies, using written expression or mathematics, etc. In her study of university students, Beagle interviewed many students on the subject of study skills.

... a great majority of the adult students interviewed had experienced difficulty in this area. Either they did not develop good study skills to begin with, or they had not kept them in practice, or they *thought* they lacked these skills and had regressed in their ability to learn. It appeared that one or more, or a combination of these three factors, were common to most adult students returning to formal education. In most universities visited it was found that little help was provided for students to polish up skills around the use of books, taking notes, oral presentation, writing examinations, library research, and the writing of term papers. Some of the universities made passing reference to study habits and skills during orientation programs, usually in the form of short lectures and suggested readings. Students preferred a more practical approach, and many had attended reading laboratories where available to increase their reading speed and comprehension.

Almost without exception, interview data from students on all campuses indicated a need for assistance prior to, or early in, their university career, in the writing of term papers. This has become increasingly important of late as some universities have dispensed with examinations and students are evaluated on the basis of a number of term papers, or a combination of term papers and oral presentations. A majority of the students interviewed were of the opinion that lectures and suggested readings were not effective methods for developing study skills. Most first year English courses provided little practical help in the writing of term papers.

An interesting development in the Extension Department of the University of Toronto is the writing laboratory, open to any student who desires help in the preparation of term papers. The lab is open afternoons and evenings and is staffed by graduate students who provide assistance in the methods of organizing and researching term papers, and who will criticize work in progress. Many students newly arrived in Canada and experiencing language difficulties find the service very useful. Students interviewed expressed very favourable reaction to the laboratory. Some students found that practical assistance in the preparation of one term paper was sufficient, others returned when they had specific problems. All reported gains in self-confidence which enabled them to work independently in a more effective fashion.

- 5) Most educational institutions plan not at all or plan poorly for the physical facilities needed for mature and part-time students. Included in this list are matters which range from lounges or

common rooms and meal services, to study carrels, to library, laboratory and computer services available at times of day or night when such students can use them, to recreation activities of an appropriate kind and at appropriate times, to parking, to care of younger children. In no college that we have visited have these needs been well planned. (Sheridan College has made a beginning in attempting to create a learning environment in which facilities for individual work with instructional assistance when needed are available throughout the day and evening hours.) If the numbers of such students are to increase substantially, this problem becomes much more urgent. As noted earlier, we do not advocate "ghetto" kinds of solutions, which will set one type of student apart from others. But equal treatment of all students sometimes means, for minorities or particular cases, special kinds of treatment. The success of certain part-time students at the University of Toronto, those who had formerly felt themselves and had been treated as peripheral persons but who now have become members and participants in the special university extension center, is marked and significant.

- 6) Few colleges or universities encourage the mature and part-time students to take part in extra-curricular activities, and in the process of boards and committees. In the Department of Adult Education at OISE, provision is made for part-time students on all boards and councils, but we find that this is so in only a small minority of institutions. It requires the planning of activities at times that suit all participants--never an easy task, but the advantages far outweigh the difficulties. These mature men and women, who have a place and a role in the community and offer more "continuity" than do many students and faculty, provide an excellent source of talent for policy and decision-making structures.
- 7) Financial assistance is not available for most part-time students. We have noted that, as far as we have evidence, the real costs of part-time education seem to be less than for full-time students. This area of financial policy is still a jungle of varying and contradictory practices. Fact-finding studies are needed, and so are equitable fair policies that can be constructed even while research continues. Students of all kinds should be treated fairly, and provisions of student aid should be so administered as to provide equity. It simply is not true that every eighteen-year-old needs financial assistance and every student over 25 does not need and should never expect financial assistance. Yet policies of some educational institutions operate as if those were indisputable facts.

Respecting these disadvantages, one college teacher writes:

Working students do not get equal services. They are also taxpayers and so, in effect, pay twice. For normal credit courses at X College, the full-time students pay \$75.00 a semester for five courses. The same five courses in Extension will cost the

student \$175.00. An extreme case is French conversation. The full-time student gets the course free, as an option, but the Extension student must pay \$1.50 per hour because of the high costs of the courses.

On the whole, mature and part-time students have been and continue to be disadvantaged when it comes to financial assistance and this form of discrimination should be rectified.

To summarize, the colleges of Ontario will be able to deal equitably and effectively with mature and part-time students when the conditions set forth in the following section are achieved.

IV. SOME SERVICES TO STUDENTS

In the previous section we referred to certain considerations which are essential if mature or part-time students are to perform well academically. We now review certain kinds of services that are needed by all students. We refer only to those services that have been studied in our Department, counseling and self-directed learning, knowing as we do, that other concerns will be raised by other persons.

A. *Counseling*

The move for a highly personalized, confidential, and reliable counseling service at every university and college of Ontario for full-time and part-time students has been heightened during the past decade because of several important cultural, psychological, and sociological developments. Among these, Dr. Robert Laxer lists:

- 1) Increasing uncertainty especially in certain professions such as teaching, physics, chemistry, engineering and other fields with regard to job opportunities.
- 2) The breakdown of some of the old values which had been expressed in the past: adherence to religion and the church, the relative stability of the family, and considerable confidence among students in traditions and values of their parents and ancestors. The breakdown of the old values is expressed in a number of ways such as:
 - a) The rise of the drug culture and the emphasis on diversified sensory experience as a counter-weight to frustration and a general loss of confidence in some of the old values.
 - b) The beginnings of sex relations at an ever lower age, with the emergence of the Pill. The formation of semi-permanent relationships between men and women, which tend to have a relative instability and to cause disturbances to people during their school-attending years, as well as the general breakdown of marriages, raise questions about general values in human relationships and the continuity and value of life.
- 3) An increasing tendency for students to interrupt their studies for a period of one or two years as a means of broadening their horizons, seeing new countries, and meeting different situations. This is partly to counter boredom experienced in studies and partly to continue in a personal and broader way the search for value in life and for a broad philosophical and ethical frame of reference.
- 4) The rise of the concept of continuing education which emphasizes the educational process as a life-long endeavor and therefore places fewer restrictions on the time to begin or complete post-secondary education. This is accompanied by the growth of

ambiguity and ambivalence with regard to continuing studies at a particular time and the need for a careful weighing of the advantages of a break in a regular educational program.

- 5) The ever-increasing militancy of students for a voice in determining the general policies of the universities and colleges and in the content of particular courses and programs. The confrontation of students with the administration and even professors tends to place them increasingly in opposite camps and to create the need for some adults on campus who are at least partly extracted from the struggle.
- 6) The greater flexibility of course-offerings which creates a situation of ambiguity and ambivalence and often makes arriving at decisions very difficult.
- 7) The increasing difficulties in communication between parents and their sons and daughters, related to the rise of new values among the younger generation and new forms of behavior and new relationships. As a result, some of the older channels for seeking help, advice or counsel from members of the older generation have broken down.

Laxer further states that these factors and others create greater uncertainty, a self-search for new values, and ambiguity and ambivalence among an increasing number of young people, in particular, who at critical periods can benefit from a warm, accepting, understanding and empathetic counselor who is basically non-judgmental and who is clearly "not on the side of the administration" or the status quo. The need for a specialized counseling service arises from the fact that some of the people who used to perform such functions, such as ministers, priests, parents, or older relatives, are often regarded as lacking in understanding of the younger generation. It also arises from the increasingly individualized programming in universities (as well as in elementary and secondary schools) which requires the availability of individuals who can combine in their counseling functions a fuller understanding of what is going on in the institutions in which they work, with insight into the values, struggles, and needs of young people.

A counseling service is not a luxury, a fringe benefit which can be added when the budget is expansive and affluent. It is an integral part of the educational process without which many people who could at critical moments solve their problems and go on to a new stage in their lives, whether this be within or without the educational setting, would falter. Often they arrive at decisions which are precipitous, impulsive or ill-considered. If one conceives of education as a process of growth in the whole of the personality--intellectual, emotional, ethical, intrapersonal--the availability of human beings who can assist in critical moments is self-evident.

In this it is important to emphasize the need for the counselor and the counseling service to be virtually free of any authoritarian or strong

ties with the general administration of the college. If the counseling service is seen by the students as an arm of the administration, as a means of subtly manipulating students into the status quo or the mainstream of the system, then it will defeat its purpose. Insofar as human beings are able to be empathetic, it is essential that the counseling service consist of human beings who can in large measure empathize with the concerns and inner struggles of students. Even when they do not agree with their values, they must try to understand them and help them work out solutions within *their* frame of reference.

Choice and education of counselors

Laxer stresses that it is in this connection that the selection and education of counselors is of greatest importance. The old adage that every teacher or professor is a counselor flies in the face of the facts. Most teachers and professors are not counselors in fact, and would be people unable to cope with the problems and needs of people in moments of crisis.

Increasing evidence shows that it is the personality and the character of the counselor that is the most important factor in his or her ability to perform this function effectively. One might say that 80 percent of the ultimate effectiveness of the counselor is brought into the situation when he or she decides to become a counselor. The additional 20 percent, however, is of great importance. It is in this connection that the program that is offered for counselors should be worked out carefully. Generally speaking, it is agreed that a counselor's education should take two years on top of a Bachelor's Degree (although the latter requirement might be reconsidered if the selection process were raised to a new high level). This two-year period should include at least one year of practicum with careful supervision. A list of theoretical courses and other practical courses would consist of the following:

1. A course in the *foundations* (philosophical and other) of *counseling*.
2. A course on *vocational counseling*.
3. Some type of *group experience* with an analysis of the *dynamics of the group formations*.
4. Some elementary knowledge of *testing*--what test results mean.

The most important feature of the whole program is clearly the *practicum*, especially if it is conducted in post-secondary settings, with opportunities for playing back tapes and interviews and, hopefully, using video equipment.

It has been generally found that something in the nature of one counselor for three hundred full-time students in colleges of applied arts and technology would be required to provide opportunities for students to see a counselor at the moment of their greatest need. The system that

has grown up in psychiatric practice whereby it may require several weeks for a person to see a psychiatrist is dysfunctional in a college setting. It is important to have staff available as close as possible to the moment when the student feels a great compulsion to discuss matters of deep concern with the counselor.

While the emphasis has been on counseling involving personal and social problems, these are often expressed in their present form as a desire to consult on *academic* programming. While the desire for counseling may remain at this level, it is important to have people who are sufficiently sensitive to recognize that underlying this search for a satisfactory course or program are perhaps profound concerns in the life of the student. Counselors need to be able to combine skillfully counseling and advice-giving on an information level, as well as at the level of assisting the student in the search for new and meaningful answers about his life.

Project for the selection of potential counselors for CAATs

Recent research findings have confirmed hunches that people have had for centuries, that some people are "natural" counselors who have a real, genuine, and easy way of relating to people. In line with this hypothesis, a project has been undertaken by Dr. Robert Laxer and associates at OISE, in three Colleges of Applied Arts and Technology with a view to selecting teachers who are potential counselors who would assist full-time professional counselors in performing their functions. A battery of tests, including taping of interviews, was administered and a group of some twenty-five teacher-counselors were selected to carry out this work. This project is still in progress and it is not possible at this point to indicate whether this might be generalized as a procedure for all colleges or other post-secondary settings.

There is a need for far greater emphasis on selection of counselors. Whether a relatively simple and viable method for carrying out such selection can be achieved in the next while remains to be seen.

Recommendations about training and research expenditure

It follows from what has been said about counselor selection in the Colleges of Applied Arts and Technology that further research in this area could prove productive. It might also be possible to work out a system for selection of students in post-graduate counselor programs who would in the end prove to be (on the average) better counselors. This would involve convincing faculty in university graduate programs that such an expenditure of time and resources is worthwhile. It may be necessary to mount pilot projects to indicate how selection of students for counselor programs can become an integral part of a program without being overly costly.

A strong case can be made for more research work in the counseling area with a view to examining the value of counseling in educational programs and developing counseling programs in graduate schools which will be truly effective.

B. Self-directed learning

For five years a research team in the Department of Adult Education, headed by Dr. Allen Tough, has been studying factors advancing and factors inhibiting self-directed learning. Some of the studies that have been conducted in this general enquiry are cited in the Appendix. The core study by Dr. Tough focused on highly deliberate learning efforts--on major efforts to gain certain knowledge and skill.

The intensive interviews revealed that almost every adult conducts at least one or two major learning efforts a year, and some individuals go as high as 15 or 20. In a year, the typical person engages in eight distinct learning projects--eight different areas of knowledge and skill. Some of the learning projects are efforts to gain new knowledge, insight, or understanding. In others, the person's major aim is to improve his skill or performance. In a few, he tries to change his attitudes or emotional reactions. In some, he tries to change his own behavior, or break a habit.

The typical man or woman spends 700 hours a year at major learning efforts. Some persons spend less than 100 hours, but others devote more than 2,000. These hours consist of episodes in which the person's intent to learn or change is clearly his primary motivation. Other activities, in which learning is a side effect or by-product, are not included.

Many learning efforts are initiated for highly practical reasons. The person wants to make a good decision, build something, or carry out some other task competently. His learning is one step in accomplishing this action goal. These learning efforts are often related to job or occupation, but some are related to home, family, sport or hobby. In the 1970 survey, very few projects were motivated by credit toward some degree or certificate.

About 70 percent of all learning projects are planned by the learner himself. He seeks help in subject matter from a variety of acquaintances, experts, co-workers, printed resources, and objects. Only 12 percent of all adult learning projects relied on a group, or the instructor or leader in a group. An even smaller number relied on private lessons with someone in a one-to-one relationship. Very few relied primarily on programmed instruction or some other non-human resource.

This survey also studied out-of-school learning efforts in a group of Grade 5 and Grade 11 students. Like the adults, these two youth populations conducted several learning projects each year (apart from their school learning). The children and adolescents also followed the adult pattern in planning many of their learning projects themselves, and relying on a group or its instructor in a smaller number of projects.

Earlier studies by staff and students in the Department of Adult Education focused on why adults learn, what they learn, their tasks and decisions while planning for learning, the help they obtained, and the additional help that would be useful. These studies are reported in an

integrated book called *The Adult's Learning Projects: A Fresh Approach to Theory and Practice in Adult Learning*, by Allen Tough. It will be published in February 1971 by OISE.

For two reasons, these results support the value of more individualization and self-planning in post-secondary institutions. First, there are students of all ages already engaged in many successful learning efforts outside of their courses and credit learning. They plan many of these learning efforts themselves, and find the necessary resources. Second, it is important to prepare the younger students for *continuing* their learning throughout adulthood. Because most of their learning in their occupation or job will be self-planned, they should develop competence at planning their learning while a student.

The various research projects on adult learning lead to several *recommendations* for post-secondary education.

- 1) In order to prepare their students for a life-time of learning, the college should encourage each student to assume more responsibility for setting his or her own directions and planning learning efforts.
- 2) Within each course or subject, the instructor should increase the student's freedom of choice in *how* he learns. That is, the student should be free to choose his own methods and resources from the variety available to him.
- 3) The student should have greater choice of *what* he learns. At the same time, the institution should provide suitable help to the student in making these decisions.
- 4) In some courses or institutions, it may be possible to reduce the emphasis on credit. Instead of frequently assessing the student's progress and level, the institution could emphasize the provision of resources and help for learning. In preparing for a specific occupation, for example, the student might simply be required to demonstrate his competence once at the end of his learning program, instead of passing a multitude of tests and courses.
- 5) Until recently, it has generally been assumed that each student's education during any given year would be provided entirely by a single institution. Perhaps the time has come to explore alternatives to this assumption. In their *non-credit* learning, for example, adolescents and adults learn from a wide variety of resources and institutions.
- 6) Instructors, too, are learners. Most instructors conduct several major learning efforts. They learn from reading, from conversation with their colleagues, from self-planned learning projects, and from groups. Instead of simply providing in-service courses, colleges should experiment with effective *individual* encouragement and help for their instructors' learning.

Helping the individual plan for self-directed learning

The foregoing consideration of both counseling and self-directed learning suggest another dimension to the role which the colleges can play in providing services to individuals in the community. If the concept of lifelong learning which utilizes a multiplicity of learning media and resources is to be meaningful, then individuals must be encouraged to think in terms of long-term planning for their learning needs. The colleges could play a special role both in providing the necessary counseling services to help the individual identify and plan for his own particular needs, and in helping the individual to locate the particular resources which are or will be most appropriate at different stages and for different purposes in the process. These resources could be located inside or outside of the college itself. The long-term plan could involve at times formal, organized programs of instruction (either for credit or non-credit); at other times it could require a program of individual self-instruction with access to appropriate media; it might on occasion lead the individual to educational institutions other than the colleges. But the college could be the coordinating body, helping the individual to plan and utilize whatever resources are available, wherever they might be located.

V. PROFESSIONAL STAFF DEVELOPMENT

We know of few problems of the colleges in Ontario that are of greater significance than professional development. Yet rhetoric about professional development outweighs and outruns action about 100 to 1.

In our visits to fifteen of twenty colleges and more than twenty of the thirty-five or so campuses, we have often been favorably impressed, as well as dismayed, by the teaching we have observed, and the attitudes to learning that we have found. The range is from very good to depths that are inexcusable in an institution calling itself a college.

The evidence that we have obtained is fragmentary. But we possess more of it than seems to have been utilized by some administrators and boards in their choice of staff. We mention this as support for our contention that information about college personnel and about college personnel requirements should be collected much more systematically and be provided to those who make decisions. The inventories of teachers, their training, experience and expectations that we have completed, elementary though they are, give some clues about what is required.

One of the important early steps taken in respect to the CAATs was to make mandatory, not optional, a program of professional development. That there have been breaches of this agreement, as well as go-slow, or "let's finish everything else first" policies, should not blind us to the wisdom of the requirement.

Staff relations in some colleges have been uneasy. Some teachers have come from the secondary school with established means of certification, and with a firm place in societies of teachers. Some have come from universities. Some have come from business and industry, and some from government training schools. In many colleges can be found teachers who desire the status of civil servants with attendant security and who are prepared to brook the constraints associated with such status. Others choose association with teachers or with university colleagues. Still others plan to create new forms of staff association suited to the unique role of the college.

This difference in background, expectations, and previous professional associations, reflected now in cleavages to be found in many staff groups which are not yet healed, provides an explanation for the fact that there are currently at least two major efforts to develop a national organization of college faculty. Finding a common organization may be one of the problems to be tackled first, with all the goodwill and rationality that can be mustered. It is a problem faced in other countries, too. In the United States, for example, the Association of Junior Colleges is being wooed simultaneously by four other national organizations, all of them inviting amalgamation.

A. *Whose responsibility?*

All of the colleges subscribe to the notion that all staff members

should take part in a continuing program of staff development. But should the college, or an association of colleges, design and carry out problems of staff development? Should it be left to a governmental authority, and be related somehow to the questions of certification of teachers and salary increases? Or should the preparation and further education of college teachers be left to universities? The latter proposal is made frequently, and in some places has been accepted without debate or scrutiny. But there are those who warn that this is a dangerous, irrevocable step. They argue that the ultimate strength of the university resides in its autonomy, in its insistence that the preparation and advancement of university teachers can only be accomplished in universities and cannot be delegated to some other institution. If the CAATs give over responsibility for preparation and staff development to another institution, the college will thereby surrender control over its teachers and will accept, without appeal, their inferior status and their impotence to develop unique standards of excellence.

When the professional development requirement was stated, it did not seem to envisage the needs of administrative personnel and members of the boards. Yet all such college personnel require the opportunity of further education and the opportunity to continue to study post-secondary education. Naturally, in the case of college presidents and deans, or members of the appointed college boards, such learning opportunities need to be planned and provided with some tact, as well as a concern about relevance. Other administrative staff should be provided for as well as teachers, probably in the same or parallel programs. There are considerations of rank, promotion, and "certification" involved in any program of professional education. However, the discussion that follows is related to professional competence, not to recognition.

In a publication of the Applied Arts and Technology Branch of the Department of Education, entitled "Some Unique Features," there appear statements about the character of a professional development program:

A new concept of teacher education, grounded in socioeconomic principles and on the experience that will, hopefully, constitute a main strength in the college teacher, will be introduced. The preferred program is one of a pre-service orientation period followed by two years of in-service training.

During the in-service period, each group of teachers will perform regular teaching duties under a special counselor with master teaching qualifications whose function is to advise rather than to assess. In this period, also, special courses in various important aspects of the educational process will be scheduled.

In connection with teacher education, an exploratory evening extension program is envisaged. This program would be directed towards employees of business, industry and the services who, with a desire to teach, may be uncertain of their qualifications to do so.

For all programs within the college, many of the teaching staff should be sought in industry, business and other public agencies.

Experience "on the job" will provide one of the basic platforms of seminar work for in-service teacher education, as well as providing a basis for sound student-teacher relationships, an essential in adult education.

In the humanities there may be some difficulty in recruiting staff; the ideal is, of course, a Master's Degree in the subject area and experience outside the subject, coupled with a strong student-bias, itself based on an understanding of the socioeconomic orientation of the student.

It may be noted that there is no reference in this document to the continuing education of personnel who have responsibilities for community relations, continuing education, or counseling.

B. Phases of professional development

In most colleges, "professional development" is now seen to consist of four phases or aspects:

- 1) *An orientation* for every member of staff, irrespective of role, to the kind of college it is, its philosophy, personnel, geographic area of coverage, its programs, its students. The main portion of this orientation takes place in the days and weeks immediately following the arrival of new staff members.
- 2) *Initial competence as an instructor.* The objective of this program is to ensure that every teacher will have some understanding of what is expected of him as a teacher and some understanding and skill in handling his material and his class. This is obtained, for those of limited teaching experience, in classes and seminars soon after he arrives and through supervision by his head.
- 3) *Developing competence as a teacher.* This is a phase that may last for several years in which the teacher continues to improve his competence in such matters as designing curricula, making lesson plans, utilizing various means of communication, coaching and guiding learners, developing skills and understanding of the subject and stimulating skills of learning in the students, evaluating and helping the student evaluate his progress, taking part with colleagues in planning the work.
- 4) *Assisting the teacher to become an educated person and a well-rounded educationist* as well as skilled in classroom usage.

In examining these four components, it becomes clear where responsibility rests. The college must be in full charge of its own orientation program. It is probable that it must also take full responsibility for ensuring the initial competence of any instructor. In phase three, "developing competence as a teacher," the college should retain full authority, but it might, by agreement, associate with a teachers' college or faculty of education in this process. In phase four, developing broader objectives,

the college might also associate itself with a faculty of education or a university.

Respecting phase four, an experimental program has been designed by the Department of Adult Education at OISE in collaboration with representatives of several colleges and is being offered on a demonstration basis in 1970-71. The program is described as follows:

The educational experiences are designed to utilize the experience of candidates, enlarge and refine their knowledge of the whole field, and furnish opportunities for individual study and research. There will be six components in all offered over a period of two years. These components include:

- Development of post-secondary education in Canada.
- Psychology of adult learning.
- Study of philosophies of education with a view to assisting individuals to develop a personal philosophy.
- Implications of sociological relationships between the college and the community.
- "Guided Reading" course taken by individuals or by a small group interested in the same topic.
- Individual or small group-research development project.

The "Guided Reading" and research requirements will be based on the interests of the candidates, and may relate to further exploration of his field of teaching, his investigation of new fields, or advancement of his own learning.

C. Study leave

Since the colleges have not been in existence very long, little attention has yet been given to the provision of study leave. In other countries, Yugoslavia, for example, provisions of leave at the college level are similar and equal to provisions for universities. If study leave is a right, not for everyone but for those who have developed suitable study plans and meet other criteria, arrangements should be made to select worthy candidates and facilitate their programs of professional development via a study leave.

But study leave is too limited a concept to serve the needs of college teachers. As their teaching schedule permits, they should be encouraged to have experience, valuable for their own education and their teaching, in industry, in government, community organization, and travel.

The primary role of the college teacher is and will be teaching. But some teachers can carry out much needed research and benefit from it.

Before this is likely to happen, the administration will need to approve such work and some central funds will be required.

VI. PROFESSIONAL TRAINING AND RELATED CONSIDERATIONS

It is assumed in this paper that the CAAT will be the chief institution for most forms of preparation and continuing education of paraprofessional personnel. But this is not the only way in which such training can be provided. At least five possibilities exist.

1. The college could be primarily a stage in the process of higher education. Example: most junior colleges.
2. The college, with its own continuing education program, could be a clear alternative (to the university) for most students. Example: CAATs in Ontario.
3. The college could focus its attention on the community or region, becoming part of a system of tertiary education with such elements as university, industry, school boards, museums, libraries, broadcasting. Examples: Yugoslavia, some community colleges in the U.S.A.
4. The college could be the chief institution for the preparation and continuing education of the "paraprofessional" plus some general education. This is the intention for the colleges in Australia.
5. The college could become the major institution for higher vocational education of all kinds, including the professional schools. No examples are available, but this choice is sometimes advocated.

However, we have assumed that the probable solution will be to have paraprofessional concerns looked after in the post-secondary institutions and professional schools associated with the universities.

If this is to be the pattern, there are a number of consequences.

First, there must be an agreement, achieved by consultation, on what constitutes paraprofessional, and what professional education is. These distinctions are not easy to make. A solution seems to have been possible in dentistry but only after many meetings and wide participation. The division is the "gum line." Where this division is accepted, the paraprofessional or dental aide is judged to be competent to perform duties of cleaning teeth, making casts and dentures, etc. "above the gum line" while all considerations of treating tissue and nerves below the gum line would be left to the professional, the dentist. This may be a reasonable, practicable solution for dentistry, but what about the other fields? Is there an identifiable "gum line" for social work, or engineering? If not, agreement must nevertheless be reached. And what about the paraprofessional who wants further education to improve his work as a paraprofessional, or his advancement to become a professional? Who looks after these educational needs? The answers are not yet clear but must be found.

And, we stress again, there must be consultation and discussion.

The lack of involvement of all interest groups in nursing and social work, for example, seems to have accentuated tensions and made the achievement of agreement more difficult.

Second, the errors and inadequacies of professional education should be avoided by the colleges. Unfortunately, when an institution is prestigious, its mistakes as well as its achievements are often copied. Every professional school is now deeply aware of its inadequacies in designing and ensuring the relevance of its curriculum and its relation to practice, as well as its evaluation measured in terms of outcomes in practice. Every professional school is also concerned with improving instructional methods and the utilization of mass media in professional education. It would not be too surprising, but lamentable, if, just as practices of one kind are being abandoned by professional schools, they were now taken up by the colleges.

Third, no program of professional or paraprofessional preparation should be designed in the future without its necessary follow-up in continuing education. Professional schools and professional societies have slowly learned this lesson. In British Columbia, for example, during 1970, 65 percent of all lawyers have been engaged in a program of continuing legal education offered through the auspices of the university and the law society.

There now exists a considerable and growing corpus of experience about continuing education for professional personnel, the motivation for and rewards for continuous study, the relationship of continuing education to problems of certification and employment, as well as the relationships between the preparation in professional schools and continuing education after the professional graduates. While these studies are incomplete, they do have implications for the colleges.

VII. NEW PROGRAMS AND EMPHASES

Arising from our studies, we believe that the Commission should recognize the importance of several areas of concern which we shall group together for convenience. These include:

- A. Applications of multi-media to training in the colleges.
 - B. Canadian studies and international studies.
 - C. Educational planning that encompasses the particular educational needs of women in today's society.
 - D. Community self-development skills.
 - E. Future development and the planning of more institutions.
 - F. A new university for Metropolitan Toronto.
 - G. Residential facilities.
- A. *Applications of multi-media to training in the colleges*

In some fields of education the unknowns loom over what is known; in other fields, practice lags far behind what can be and has been demonstrated.

Referring to educational technologies (to which some reference was made earlier) one has the impression that everything relevant has been said many times before. Yet the practice of the colleges, or even their plans, fall short of what is well known.

We take no extreme position that the mass media constitute a form of magic that will make all education easy and pleasant, replacing the need for administrators or teachers. We simply accept what our studies and our own experience supports, that education for people of all ages can be carried on effectively with the application of many media of communication, and that these media, employed with some discrimination, will result in activities of greater effectiveness at a lower cost. We assert this fully, realizing that many institutions have lockers and basement store rooms full of the hardware of multi-media, and with awareness of the incidences of failure and false expectations that have been all too common.

We assert further that colleges that do not take obvious and elementary steps to utilize well these media ought to be criticized as severely and their practices scrutinized with the same care as if they neglected to put in a library, or a parking lot, or appoint a head of academic services. In other words, we are talking about essentials, not about frills.

The following is required:

- a) Every college should have at least one or more able, experienced, and well-trained staff members who understand and can plan for

the utilization of many media. In staff-development programs, the education and training of specialized staff to utilize multi-media should be stressed as well as the equipping of all staff with the same general competence. Administrative personnel need to be involved in these training programs as well as instructional staff.

While some personnel with suitable experience can be found and have been engaged, there are no suitable training programs. One institution, a college, OISE, or some suitable place, should be given the resources to plan such training. The experience of OISE in collaboration with colleges in the training of counselors and in professional development, suggests one way in which this should be done.

- b) Equipment and communication systems. We think that any college should be careful and modest in purchasing "hardware," yet realize that not much will be done unless the tools associated with the media are available. Any college, we believe, should have considered such a matter as the wiring of all its buildings to ensure utilization or, to choose another example, the accessibility of coaxial cable and the present or future link-up by cable to other institutions, television broadcast or cable companies, and to the outlying people in all parts of the geographic area served. Sound technical advice on all these matters is available, as has been obtained by some of the colleges about computers.
- c) As further buildings and new campuses are planned and designed, the use of all media should be provided for. Mobile units may also be a necessity for any college with several campuses or one that is attempting to serve a large geographic area.
- d) It should not be necessary to point out that colleges will need learning resources centers, with many kinds of media, not just libraries of books. It should not be necessary, but apparently it still is necessary, to emphasize that all colleges may need a combination laboratory-studio workshop, where teachers and learners can utilize equipment, obtain material and some skilled help around the design and production of learning materials of many kinds, from transparencies for overhead projectors to film or television productions.
- e) Materials for learning designed to fit into the main college curriculum should, of course, be encouraged and supported. But the media may have an equally important use for those other learning experiences, for example, of art and philosophy and politics, for group or individualized instruction in or outside of the courses offered.
- f) Any college that hopes to be effective in utilizing multi-media can obtain invaluable help from some private corporations in the media fields, from broadcast and cable companies, and other

agencies in the community.

- g) The Department of Education should, in its review procedures, criticize colleges that fail or refuse to take account of the learning opportunities offered by the multi-media and should apply some incentive grants to those colleges that do not just stock up with hardware but have applied the media imaginatively to the learning goals of the college.

But the colleges need much more than criticism; they need help--help in selecting material, in discovering new methods and applications. Perhaps this should now be the responsibility of the Ontario Education Communication Authority. A central library or pool of resources is also needed, perhaps simply an extension of the college biblio-center.

B. Canadian studies and international studies

In this paper we have said little about curricula. We could have expressed our unease at the all-too-common practice by the colleges of accepting without review curricula handed down or adapted or adopted from others. Our examination of curricula has led us to conclude that there has been far too little experimentation or creativity except in a few courses in the field of applied arts. For the most part, the curricula have been borrowed, copied or adopted, not created. This may have been inevitable at first, since the needs of students to receive certificates of recognition that would help them obtain jobs have been so constraining. But the time for change seems to have come. We do not argue for innovation and change at any cost but for college faculties that will assess needs and design appropriate curricula. Teachers in several colleges have told us that instead of innovation being encouraged, it has been discouraged. Again and again one hears that the applied arts are neglected and inhibited, that liberal studies have been given an "inferior status" in staffing and funds. From our experience we are unable to vouch for this assertion, but it is frequently heard.

We provide no catalogue of subjects or areas of instruction where new curricula are needed. However we do point to two areas in which Canadian experience, in secondary education and higher education, is either limited or where the methods utilized and the curricula offered are under severe criticism. Both these areas are important for the colleges and will attract the interest and application of good students. We refer to Canadian studies and international studies.

The subject of Canadian studies for secondary and post-secondary education is now of general concern. We believe that the relatively new curriculum of the colleges, for students of all ages, provides a favorable opportunity for experimentation. In our experience, a course in social history and the history of post-secondary education, as part of the curriculum for professional development, has attracted intense interest by college teachers. We believe that this will be true, as well, for students of all kinds; for class and individualized programs of many kinds.

For no student more than those in technology and technical courses may this general proposal be more applicable. A program developed at Algonquin College for such students is an example of what we mean:

Reason for topic

We assume that large numbers of students pass through community colleges without an opportunity to increase their perception of the society into which they are moving.

Proposition

The contention is that any educational institution is negligent in its duty if students are allowed to pass through its system and graduate without having the *opportunity* to study something about the social, cultural, political and economic environment within which they are expected to function as workers and citizens.

The Difficulties

Programs for trade, technical and technological students are usually so packed with subject matter related to the immediate vocational goal that there is no chance to add to the curriculum.

Many such programs are short-term in nature and any extension of time would probably be unacceptable to students anxious to get into an earning position.

A further problem, undoubtedly, is the attitude of many students toward "academic" subjects. These students have really turned their backs on such subjects and are not motivated in this direction. As well, some of them are deficient in language skills, whether it be in speaking, writing, or reading. They may also demonstrate limited ability in dealing with abstract concepts.

Principles for developing Canadian Studies

1. In this context the term "Canadian Studies" might better be thought of as "environmental studies."
2. What is offered could be presented as an option to one of the present subjects so that no additional loading of the curriculum would be evident.
3. The "course" should be related as functionally as possible to the vocational interests of the students in order that the motivational factors will be maximized.
4. The method should be flexible and discussion oriented in order to involve students to the greatest degree.
5. The aim should be to develop an attitude of awareness and interest

rather than the mastery of any package of facts. The criteria of success would be whether or not the student would carry with him on graduation the willingness to return to college and participate in a continuing education program at the points where he would feel the need for further education in this area.

6. Teachers for such a program should be the best to be found. They should be given a special orientation course and be given other extraordinary assistance.

Suggestions around curriculum

1. Studies related to the occupation--working conditions; trade unions; government regulations; position of the industry in the economy of the area and the country as a whole; changing technological factors and their social effects, etc.
2. Studies related to labor mobility--in what geographic areas of the country is the industry to be found? what are the social and economic conditions required for the industry? what chances of movement are there? what is involved in moving from one place to another? how can one be prepared for such mobility?
3. Studies related to social mobility--changes in wage structures and how they affect patterns of living; choices in dollar expenditure and possible effects on social roles, i.e., for housing, family life, leisure activities, etc.; social demands and social opportunities; values, life styles and the community.
4. Studies in ecological effects of industrial processes--the uses and social usefulness of industrial products; the problems of waste and waste disposal; community effects; pollution and survival, etc.
5. Studies in political influences--taxes on products and services; income taxes; operations of small businesses and corporations and relationship to government supervision, controls, tariffs and taxes; services from government such as research, educational aid, minimum wages and human rights legislation, etc.; how changes come about, pressure groups and political parties, etc.

Suggestions around method

In methodology, a teacher would be expected to start with what is most real and relevant and build from that.

For example, with apprenticeship students one might be able to start with discussion of the apprentice system. If students in a group came from various backgrounds, a teacher could begin with the how and why they all arrived at this place in time--and where they expect to go in the future.

Community resources should be drawn upon heavily--employers, labor

unions, government officials, community leaders with relevant experiences. Visits on location, various project methods and personal low-level research should be utilized.

Travel and exchange projects lend themselves to profitable experiences and opportunities for educational discussions.

Respecting international studies, we do not recommend whole new programs although one or more colleges may wish to design some special courses. For example, there is an intermediate level of language competence that could better be provided by a college than a university, a level needed by most persons who will serve abroad in some international development mission. There is a great need for paraprofessional people in the developing countries; sometimes these are much more useful at a particular stage in development than are the more highly trained and more specialized professionals. Therefore, specialities in international applications of a technology or a language, or vocational education, or recreation and physical fitness might be advanced by a college.

In addition to such a specialized program, we think that most of the arts, technologies and business subjects should be taught with some emphasis given to the comparative application outside of Canada. Moreover, either in courses or in extra-curricular activities, there is a clear case for providing for students' eagerness to know about the world in which they must live. In addition to many forms of mass media programs, almost every community in Ontario has a number of able people who have come to Canada in the past two decades from somewhere else and who have first hand experience to share about other parts of the world. These persons make admirable associates in programs about their respective countries.

We note, as well, the development of programs of studies and projects at Centennial and Humber Colleges where students, as part of and in addition to their courses, have gone to the West Indies to take part in study and service projects offered during the summer months. We know from experience that learning associated with such projects can be very rich and very deep.

C. *Educational planning that encompasses the particular educational needs of women in today's society*

Clearly most of the educational needs of women are substantially the same as those of men in similar social situations. Nevertheless, current changes in the social role of women, accented by the tradition-breaking attitudes and expectations of growing numbers of women in today's society, lend urgency to educational planning that takes cognizance of their particular educational needs. Many of these are identified in individual counseling, a fact that underlines the need for close integration between counseling services and curriculum planning in post-secondary educational institutions. In general, however, they arise from the traditional high priority given to women's role in the family, both marital and filial, which has tended to obscure the importance of and the need for

meaningful participation of women in wider aspects of community life, including the labor force.

Several of the CAATs have developed programs for women with diminishing family responsibilities who face the need to orient their thinking and organize their energies to meet the new challenges awaiting them in their remaining 20, 30, or even 40 years of life. Such programs, thus far experimental in nature, should be carefully evaluated to ensure that they are meeting real needs. Many of these women are numbered among the growing body of part-time students to whose needs attention has already been directed. Such pertinent matters as the scheduling of classes to fit in with the family timetable (for example, morning or afternoon programs for women who are part-time students) and the provision of day care facilities for those needing them are among the ones requiring serious consideration. At the same time, all individual programs in the curriculum and the entire administrative structure of post-secondary institutions should be examined in order to ensure equality of participation irrespective of sex.

D. Community self-development skills

An area in which the college is in a unique position to initiate programs (because of its permanent relationship to community within a specified geographic area as considered earlier) is with regard to what is commonly called community development and the dealing with community problems. However, the term "community self-development" is preferred because what is really involved is a process of enabling citizens in a community to acquire or learn the skills which would help them to identify and deal with their major problems. This means applying the principles and goals of individual learning to the collective learning of community groups. Algonquin College has pioneered in this area with what it calls the "action research" approach to community development. As Arthur Stinson states it:

Our education system has become individually oriented. Education goals are stated in terms of the development of personal self-awareness, the individual learning process, the ability to analyze and reason, the development of a maturity which enables a person to feel in possession and control of himself and so on.

Social or collective problems have been dealt with in educational systems as subjects in curricula, rather than a significant part of human experience.

If we start with questions like: "How is it to live here?" "What are the problems of this community?" "Where is this community going and what would you like it to be for living?" we are dealing with individuals in their communal context. The answers to these questions provide a real-life, problem-solving curriculum of a dynamic experiential nature. Yet what is involved is developing community self-awareness, the group learning process, the ability to analyze and reason, the development of a maturity which enables a community to

feel in some control of its environment and its institutions.

Stated this way the process is sound educationally, interdisciplinary and developmental. It is a terrific challenge to colleges to apply the resources of arts and technology to collective needs.

The learning involved in this process would include the identifying of problems, understanding their background (community history), the forces which influence the particular situation, the institutions involved (including the role of government at the municipal, regional, provincial, and federal levels), alternative solutions, the possible consequences of particular courses of action, acquiring skill in dealing with the political system and the local leadership structure. The college's role is not to step in directly and attempt to solve community problems; rather it is to stimulate and provide leadership for the kinds of learning which will help citizens to take appropriate action in accord with their self-identified needs.

E. Future development and the planning of new institutions

The Commission will be receiving a number of recommendations about future development, new locations for colleges, the kinds of educational services not now provided, and so forth.

The basis for some decisions about future growth have been considered in the Department of Educational Planning at OISE and will be made available to the Commission.

Our own comments are brief, growing out of our experience with colleges in several provinces, and resting largely on the principle of prudence or maximum utilization of present resources.

Our general principle is to utilize, perhaps expand, and use, in a coherent way, present services. We feel that there should be maximum utilization of all facilities before new colleges or new college buildings are considered. The principles and recommendations outlined in our section on community relations, if fully implemented, will take care of most of the growth needs for some time to come.

It is conceivable that highly specialized institutions might be considered. One example is a college of languages, which would focus studies, research and teaching, at several levels, on the learning of such important languages in Canada as French and English, Italian, Portuguese, and Ukrainian, as well as the languages of the indigenous peoples. The college might also be the center for "crash" language programs for Canadians going abroad for commercial, diplomatic, or international development purposes and requiring a "technician" level of language competence.

It is also conceivable that a college specializing in earth sciences or a college focusing its curriculum around urban problems might be considered.

However, we would recommend that additional colleges be created only when the need is fully substantiated.

F. A proposal for a third university for Toronto

From our experience, and our examination of demographic factors, occupational shifts, rising expectations about the value of university education, we believe that the time has come to plan a third university for Toronto. We think it should be planned soon before pressures build, pressures which if not overcome will result in just another traditional university hardly suited to the need or opportunity. Or pressures simply to elevate Ryerson Institute to the status of a university without really considering needs. The latter suggestion is often made and it seems not to be in the best interests of Ryerson which has a unique function and destiny. And it fails lamentably to consider serious kinds of educational needs that are present in Metropolitan Toronto or that can be predicted in the next decade.

What is the alternative?

All we shall attempt here is to outline a few principles or features of what, for want of a better title, we will call Yonge University. If required, we will be glad to provide a much more detailed plan. But the main features of the third university are clear.

- 1) Yonge University would not require a fifty million dollar campus. Administrative headquarters should be built, on land in the heart of Toronto, but the university should operate with multi-campus and buildings--the CAATs, the museums, the St. Lawrence Centre, the CNE buildings when winterized, the libraries, learning facilities owned by municipal and the provincial governments, some of the learning facilities in such corporations as IBM and Bell Telephone, perhaps some facilities of Ryerson, the University of Toronto and York University. It is literally true that at any hour of day or night, scores of facilities go unused. No additional facility would be built until the need for it is clearly justified.
- 2) If Ryerson or one or more of the colleges become an integral part of Yonge University, an appropriate administrative plan, including arrangements for the sharing of learning facilities, would need to be devised. However, a new university need not infringe or threaten or take over the unique functions of other institutions.
- 3) Students would be able to obtain some courses, usually in buildings accessible to them, close to public transport, open most days and hours of the year. In addition, most students would also have an individualized program, reinforced by student seminars and aided by counselors and tutors, and utilizing fully stimuli from television, programmed instruction, language laboratories, correspondence, recordings, tapes, cassettes, materials

obtained by telephone, or obtained by dial access.

- 4) The program of Yonge University would have two foci. On the one hand, it should be a "remedial university," making it possible for students of all ages to obtain the education, training, and academic credits needed for various kinds of graduate instruction, or jobs, or recognition. This is a needed service required by many people. Some of them, in addition to obtaining the vocational recognition or training they desire, could also develop a taste for and competence in learning. The other emphasis would be on a general education. Here the central core would be to equip the student with skills in the learning process, learning how to utilize his mother tongue, learning the languages of mathematics and statistics, learning to employ such technologies as computers. Around this common core he could choose programs that were related to understanding his community and the world, to vocational goals, or other life goals.
- 5) The faculty of the university would be composed of a few very able full-time professors, and teacher-coaches, as well as a number of trained counselors. There would also be a core of part-time teachers drawn from every profession and vocation, from government, politics, the arts, and broadcasting. A group of trained tutors would also be needed. Some of these could be part-time mature students in a continuing relationship to Yonge University.
- 6) A feature of Yonge University would be accessibility to its program at any time during life, the encouragement of part-time students, the encouragement of married women to undertake or return to study. No student would ever be divorced totally from life, and cooperative or "sandwich" or other study experience related to living would be common. Of course, it will be necessary to design a curriculum that complements that of other institutions, that does not compete with the universities, the colleges, or Ryerson.
- 7) The Board or Government of the University would have representatives from some of the groups, the Italian community for example, or blue collar workers, from which many of the students would come.
- 8) Graduate instruction at Yonge University would not be offered until it was well established that other universities could not better provide for it. When it is offered it should be in some of the newer fields, or fields which universities have tended to ignore, such as the educational technologies or problems of the city. But Yonge University could and should be an institution to plan continuing education for all kinds of managers and professional people, education that goes far beyond graduate instruction and for which academic credit would have no significance.

G. Residential facilities

We do not mean here to engage in the debate about the need, or not, for residence for full-time students in the colleges. There may be a case for residential facilities, particularly for colleges in northern Ontario.

What we are considering is a matter of considerable importance-- facilities to serve as an appropriate environment for many kinds of adult education including the professional education of college faculty. Much, perhaps most, of the significant education for such professions as medicine and law, or management in business and government, takes place in residence. The importance of such residential education is certain to increase and so does the need for well planned facilities.

Unfortunately adult groups, often groups of considerable prestige and importance, hold their activities in university residences only when these are otherwise not used, or in facilities in hotels, motels, and golf-courses that, far too often, are badly designed and ill-equipped for effective learning.

Colleges and universities will need to collaborate in planning and sharing the use of appropriate facilities, usable twelve months a year, and having all necessary devices for communication and, where necessary, language translation. Because of the responsibility of the college to serve a geographic area, it may prove desirable to place these facilities under the administration of colleges to be administered on behalf of all interested agencies.

Just as there is a need for good facilities within reach (a few hours drive) of all in the province, there is need for one or more facilities for provincial or regional use, or even national and international meetings along the lines of such an institute as the Banff School of Fine Arts and Centre for Continuing Education. Ontario also needs one or more such major centers. One possibility would be to obtain the Guild Inn, which is well sited and equipped for such large purposes, and maintain it as a "public trust" or by a consortium of universities and colleges.

VIII. RESEARCH IN POST-SECONDARY EDUCATION

At several points in this brief we have mentioned the need for research and we have referred to inventories or pilot studies that have been carried out in the Department.

However, since the Commission has itself been giving direct attention to the kinds of research needed, we will not dilate on this point. We wish only to compliment the Commission on this aspect of their work and urge that, in addition to the studies they will publish, their observations about research that is needed be highlighted.

We have referred earlier to the need of some central resources to support well designed research projects by college faculty. We wish also to point to a field or a mode of research which exercises this Department more than it will concern the Commission. We refer to the need and value of comparative studies to learn from the experience of colleges elsewhere in the world.

IX. SUMMARY OF RECOMMENDATIONS

Section I - *The Post-secondary Institution in the Community* *The CAATs*

Community relationships

- . College boards, administrators, and faculty should be concerned to expand working relationships with agencies in the community, including the municipal administration, the area school board, urban school boards, recreation and library boards, and universities.
- . Greater effort should be made on the part of the colleges to reach certain "publics" such as large ethnic groups, older people, out-of-school youth, and blue collar workers.
- . Cooperative arrangements with business and industry should be promoted in order to utilize the resources of the "private sector."

A locus for essential educational services

- . The colleges should take the initiative in planning, in cooperation with other institutions and agencies, for the provision of such services in their respective communities as:
 - A learning resource center containing many kinds of media for learning, and linked with central information and data banks.
 - A center organized for individual learning featuring programmed learning, correspondence, aural and video cassettes or tapes, listening or viewing cubicles, language laboratory facilities. These facilities should be available 365 days a year and during evening as well as daytime hours.
 - A counseling center and a counseling service that can be utilized by men and women in all parts of the "community." This should include counseling assistance to individual learners to assist them in selecting the direction and means of their own individualized learning programs.
 - A materials production center where teachers of all kinds can find resources and assistance in designing and producing learning materials for themselves and their institutions.
 - A computer utilization center.
 - A residential facility for relatively short term but intensive learning experiences, either owned by a university or college or commercially leased as required.

Cooperation for a system of "lifelong integrated education"

- . The colleges should facilitate planning for greater cooperation and

integration of all the educational institutions and programs in the community, both public and private, with each college perhaps being the physical center where planning and operations take place.

Linking up the community by educational technologies

- . Multi-media should be employed to provide educational service to people living anywhere in the geographic community of each college, even in remote areas.
- . Staff should be employed who understand media systems and their use and who are ready to apply them to develop a decentralized system of education.
- . Counselors and tutors should be available locally to assist students in using the media and to stimulate and help evaluate learning experiences.

Some essential steps

- . The Commission should draw attention to the values and possibilities of multi-campus, multi-service education and how it can be achieved.
- . There should be some incentives in financial policies offered to colleges that will innovate and develop sound practices in this area.
- . Experiments such as that at Conestoga College should be assisted financially and evaluated rigorously.
- . College presidents and others should be given the encouragement and opportunity to examine such possibilities both by study and observation.
- . Colleges should be encouraged to employ personnel whose experiences qualify them to work effectively in fostering sound community relations.

Section II - Responsibility of the Colleges for Adult Education

- . The concept of lifelong learning should be accepted by the colleges as a corollary of the continuing and rapid change of present day society.
- . The colleges should pay greater attention to their responsibility to meet the educational needs of adults and out-of-school youth as delineated by the Minister of Education.
- . Men and women trained and experienced in the field of adult education should be placed on the boards, administrations and faculties of the colleges.
- . Colleges should seek assistance from universities, industry or professional organizations until they have appointed or developed their

own personnel and resources respecting their responsibility for adult education, as provided for in the Act establishing the colleges.

Section III - *Some Student Concerns*

- . The characteristics of mature and part-time students, particularly their record of good academic attainment, should be carefully considered by the colleges in establishing admission policies and in developing programs for these students.
- . Colleges should take steps to offset or remove the disadvantages currently suffered by part-time students, such as a negative "climate of expectation" perpetuated by administrators, faculty, and students themselves; practices tending to discourage and isolate part-time students; inflexible and inconvenient administrative practices; absence of suitable physical facilities.
- . Provision should be made for assistance in improving basic learning skills of reading, analyzing, planning studies, using written expression, mathematics, and so on.
- . Mature and part-time students should be encouraged to participate in extracurricular activities and in the process of boards and committees.
- . Financial assistance should be made available for part-time students.

Section IV - *Some Services to Students*

Counseling

- . Adequate counseling should be provided by the colleges for students, both full and part-time, which would be directed toward personal and social problems as well as academic concerns.
- . The training and selection of suitable counselors should be given careful attention by the colleges.
- . Further research should be undertaken into the value of counseling in educational programs and into the area of counselor selection.

Self-directed learning

- . Each student in the colleges should be encouraged to assume more responsibility for setting his own directions and planning his own learning efforts.
- . Within each course or subject, the instructor should increase the student's freedom of choice in the selection of methods and resources for learning.
- . The student should have greater choice of *what* he learns.
- . There should be less emphasis on credit in some courses or institutions.

- . Alternatives to the assumption that each student's education in any given year would be provided entirely by a single institution should be explored.

Section V - *Professional Staff Development*

- . The colleges should maintain overall responsibility for the preparation and development of their staffs, while associating themselves with other educational institutions for certain phases of professional development.
- . Colleges should experiment with effective individual encouragement and help for their instructors' learning.
- . Professional development opportunities should be made available to administrative personnel and members of boards as well as to faculty. Personnel responsible for community relations, continuing education, counseling, and application of educational technologies, should also have the opportunity for continuing education.
- . Study leave arrangements should be provided for worthy personnel, but the concept should be broadened to include experience in industry, government, community organization, travel, and research as well as academic study.

Section VI - *Professional Training and Related Considerations*

- . Agreement must be reached through consultation with all the interested parties, especially universities, colleges, and the professions, on the distinctions between paraprofessional and professional education and about responsibility for preparation and continuing education of such personnel.
- . The errors and inadequacies of professional education should be avoided by the colleges.
- . No program of professional or paraprofessional preparation should be designed in the future without its necessary follow-up in continuing education.

Section VII - *New Programs and Emphases*

A. *Applications of multi-media to training in the colleges*

- . Every college should have experienced and well-trained staff members who understand and can plan for the utilization of multi-media.
- . Training programs for such persons must be developed, perhaps through one institution, a college, OISE, etc.
- . Necessary equipment for the use of media should be available; college buildings should be appropriately wired for the purpose; and provision

should be made for link-up by cable.

- . The use of all media should be provided for in any new buildings or new campuses. The possibility of mobile units to serve several campuses or a large geographic area should be explored.
- . Colleges should develop learning resources centers with many kinds of media, and perhaps a combination laboratory-studio workshop where teachers and learners can utilize equipment and obtain material and skilled help.
- . The use of media in learning experiences outside the courses offered, but related to the objectives of the colleges, should be explored.
- . The colleges should seek assistance in the use of multi-media from private corporations in the media fields, from broadcast and cable companies, and from other agencies.
- . Incentive grants for innovations should be made available to those colleges willing and able to use media effectively.
- . Help should be provided to the colleges in selecting material and in discovering new methods and applications, perhaps through the Ontario Education Communication Authority. Colleges also need a central library or pool of resources.

B. *Canadian studies and international studies*

- . The colleges should take advantage of their opportunities to innovate and experiment in new areas.
- . Colleges should develop programs in the area of Canadian studies, related to the specific interests and study program of the students and the resources and interests in the particular region. Special attention should be paid to the provision of courses in Canadian studies for students in technology and technical courses.
- . Programs in international studies should be developed with particular attention to an intermediate level of language competence for persons who will serve abroad in some international development mission, and to training of paraprofessionals to serve in developing countries, as well as to the enriching of the programs of students generally by the inclusion of material about other countries combined with extra-curricular activities and opportunity for learning and service experience in other countries.

C. *Educational planning to encompass the particular needs of women in today's society*

- . Careful consideration should be given to the special needs of women, particularly in view of the changing role of women in today's society and the greater number of women in the labor force.

- . Counseling services and curriculum planning should be closely integrated to ensure both the identification of problems and the provision of suitable programs in response to these problems.
- . Planning to meet women's needs should encompass such matters as convenient scheduling and the provision of day care facilities.
- D. *Community self-development skills*
 - . Colleges should develop programs to assist citizens in communities in learning the skills necessary to identify and deal with community programs.
- E. *Future development and the planning of new institutions*
 - . No new colleges nor buildings should be considered until there has been maximum utilization of all present services and facilities.
 - . Highly specialized institutions might be considered for the future such as a college of languages and a college specializing in earth sciences or in urban problems.
- F. *A third university for Toronto*
 - . A third university, Yonge University, should be planned to operate by utilizing the facilities of multi-campus and existing buildings in Toronto.
 - . Courses should be held in buildings that are accessible to students, and should be available most days and hours of the year.
 - . Students should have available an individualized program, reinforced by student seminars, aided by counselors and tutors, and utilizing multi-media.
 - . Yonge University should have two foci: it should be a remedial university, providing students of all ages with the opportunity for education, training, and academic credits needed for various kinds of graduate instruction, jobs or recognition; and it should focus on general education with emphasis on skills in the learning process and the use of language and technologies around which to develop learning programs.
 - . In addition to competent full-time professors, teacher-coaches and counselors, there should be a core of part-time teachers drawn from every profession and vocation as well as a group of trained tutors.
 - . Yonge University should be accessible at any time during life and should encourage part-time students and married women to undertake or return to study.
 - . The Board of Governors should be representative of groups from which

many students would come--ethnic groups, blue collar workers, and so on.

- . Graduate instruction should not be an immediate concern, and should be offered only in fields not served by universities. One emphasis should be on continuing education in which academic credit would have little significance.

G. *Residential facilities*

- . Colleges and universities should collaborate in planning and sharing the use of appropriate facilities for residential adult education experience, usable twelve months a year, and having all the necessary devices for communication and, where necessary, language translation.
- . Facilities for geographic areas might be placed under the administration of colleges, to be made available for all interested agencies.
- . In addition, one or more facilities for provincial or regional use, or even national and international meetings, are needed, similar to the Banff School of Fine Arts. One suggestion is to obtain and utilize the Guild Inn as a public trust for such a purpose.

Section VIII - *Research in post-secondary education*

- . Central resources should be available to support well designed research projects by college faculty.
- . The Commission's observations about research that is needed should be highlighted.

APPENDIX A: A SELECTED LIST OF STUDIES AND PUBLICATIONS THAT HAVE SPECIAL SIGNIFICANCE FOR THE COMMISSION

1. *Education Permanente*

Kidd, J.R., *The Implications of Continuous Learning*, Toronto: W.J. Gage and Co., 1966.

Convergence, An International Journal of Adult Education. J.R. Kidd, editor, published quarterly by the Department of Adult Education, OISE, Toronto. Vol. III, No. 1, Special issue on the theme of Education Permanente.

Shorey, Leonard, *Teacher Participation in Continuing Education*, Ph.D. dissertation, OISE, 1969.

2. *Self-directed Learning*

Tough, Allen, *The Adult's Learning Projects*, OISE (in press).

3. *The College in its Community*

Church, James and Aubrey Hagar, "Organizational Strategy to Achieve the Mosaic Campus," a proposal for Conestoga College of Applied Arts & Technology, Kitchener, March 1970.

Stinson, Arthur, "Community Colleges and Community Development in Ontario," background paper for a seminar of CAATs and Ontario Government representatives on the subject of community development, Ottawa: Algonquin College, September 1970.

4. *Concerns of Students and Teachers*

Beagle, Peggy, *Factors Affecting Academic Achievement of Adult Students Enrolled in Ontario University Credit Courses*, 1970. (to be published by OISE)

Ellis, Dormer, "Engineering Students/Les Etudiants en Génie." *Engineering Careers in Canada*, Edited by Rémy Dussault. Montreal: The Engineering Institute of Canada, 1970.

_____, "A Degree . . . by degrees!" Paper presented at the Annual Conference of the Canadian Council for Research in Education, Ottawa, March 1970.

Flaherty, M. J., "Continuing Education for Professionals -- An Imperative." Keynote address to Conference for Curriculum Development, Registered Nurses' Association of Ontario, Toronto, November 27, 1969.

_____, "Evaluation in Pre-Service Professional Education (Nursing)." A series of papers presented at a Workshop, Toronto General Hospital, November 13-14, 1969.

_____, "Motivation in Adult Education." Paper presented at Teacher Training Course, Conestoga College of Applied Arts and Technology, Kitchener, Ontario, March 21, 1970.

_____, "Needs and Resources for Nursing Personnel in Ontario." Paper presented at St. Joseph's School of Nursing, Toronto, September, 1969.

_____, "The Prediction of College Level Academic Achievement in Adult Extension Students." Unpublished Ph.D. dissertation, University of Toronto, 1968.

_____, "The Role of School Faculty in the Stimulation of Research Activities." Paper presented at the Faculty Conference, Nightingale School of Nursing, Toronto, February 19, 1970.

Kidd, J. R., "The Other Professionals." Paper presented at the Annual Meeting of the Canadian Association of Professors of Education, Toronto, York University, June 4, 1969.

_____, "Present Status and Future Prospects of the Community Colleges in Ontario." Paper presented at a Conference on Junior and Community Colleges, Banff, Alberta, June 17, 1970.

Vaselenak, Mette M. *Admission of Mature Students into the Faculty of Education, The University of Calgary*. Report presented to the Alberta Teachers' Federation and Certification Committee, December 7, 1968.

5 *Counseling*

Laxer, Robert M., "Is Counseling a Luxury?" Paper presented at Humber College of Applied Arts and Technology, and at George Brown College of Applied Arts and Technology, Toronto, September 5 and 7, 1969.

_____, "Teacher-to-Counselor." Paper presented to the Ontario Committee for Research in Education, Toronto, December 5, 1969, and to the Canadian Committee for Research in Education, Ottawa, March 10, 1970.

_____, "'Involvement' and the Counselor." Paper presented to the Ontario School Counsellors Association, Niagara Falls, November 5, 1970.

6 *Professional Education*

Convergence, Vol. III, No. 4., Special issue on "Continuing Education in the Professions." Publication date: February 1971.

Blaney, John P. and Gordon R. Selman, *University Continuing Education for Professionals in Education -- Some Principles & Proposals*, Occasional Paper No. 2, Professional Education Project. Toronto: OISE, Department of Adult Education, 1970.

D'Antoni, Susan, *Continuing Education in the Professions -- A Selected Bibliography*, Toronto: OISE, Department of Adult Education, 1970.

Griffin, Virginia R., *Freedom and Frustration in the Professional School*, Occasional Paper No. 1, Professional Education Project. Toronto: OISE, Department of Adult Education, March 1970.

Renewal, Newsletter of the Professional Education Project. Toronto: OISE, Department of Adult Education.

7. *Comparative Studies*

Convergence, Vol. III, Nos. 1, 2, 3.

Kidd, J. R., *Handbook of Adult Education*. Edited by George Aker, J. R. Kidd, and Robert Smith. New York: Adult Education Association of the USA and the Macmillan Company, 1970.

_____, "Community Colleges -- A Comparative Investigation." Paper presented to the Comparative and International Education Society of Canada, University of Manitoba, Winnipeg, May 1970.

8. *Communication*

Abbey, David S. "Beware, Wired City Ahead." Paper presented at Telecommission Seminar: The Wired City, Federal Department of Communications, University of Ottawa, June 1970.

9. *Canadian Studies*

Armstrong, David, "Corbett House: The Origins of the Canadian Association for Adult Education and its Development during the Directorship of E. A. Corbett (1936-1951)." Unpublished M.A. Thesis, OISE, 1968.

Hodgetts, A. B., *What Culture? What Heritage? A Study of Civic Education in Canada*. Toronto: OISE, 1968.

Needham, Harold. "R.O.M.: The Early Years." The origins of the Royal Ontario Museum. (M.A. Thesis, in process, OISE).

Vernon, F., "Adult Education in Ontario 1790-1900." Unpublished Ed.D. dissertation, Toronto: OISE, 1968.

10. *Residential Adult Education*

Kidd, J.R., *A Study of the Banff School of Fine Arts and the Banff Centre for Continuing Education*, prepared for the Minister of Education. Toronto: OISE, Department of Adult Education, 1969.

11. *Educational Needs of Women*

Convergence, Vol. II, No. 2, 1969. Special issue on the education of women.

Royce, Marion, *Continuing Education for Women in Canada: Trends and Opportunities*. Toronto: OISE, Department of Adult Education, 1970.

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